



THE CITY OF SAN DIEGO

REPORT TO THE PLANNING COMMISSION

DATE ISSUED: March 10, 2010

REPORT NO. 10-012

ATTENTION: Planning Commission Agenda of March 18, 2010

SUBJECT: Workshop on the Barrio Logan Community Plan Update

SUMMARY:

THIS IS A WORKSHOP TO UPDATE THE PLANNING COMMISSION ON THE BARRIO LOGAN COMMUNITY PLAN UPDATE (BLCPU), AND TO DISCUSS THE DRAFT COMMUNITY PLAN GOALS AND POLICIES AND OTHER PERTINENT ISSUES RELATED TO THE BLCPU. NO ACTION IS REQUIRED ON THE PART OF THE PLANNING COMMISSION AT THIS TIME.

BACKGROUND

In April of 2008, the City of San Diego commenced the update to the 1978 Barrio Logan/Harbor 101 Community Plan. City staff, in conjunction with a multi-disciplinary consulting team, has been working with the Barrio Logan Community to develop land use scenarios and implementing goals and policies consistent with the City's General Plan.

As part of the plan update effort, the 33-member Barrio Logan Plan Update Stakeholder Committee (BLSC) was created to provide guidance and community input on the plan update effort. The BLSC, broader community, City staff and consultants have met on a regular basis to create the land use scenarios that will be used to develop the community plan, zoning regulations and environmental impact report. This report includes a discussion of the efforts that have occurred since the April 2009 Planning Commission workshop. Specifically, this report presents the refined proposed land use alternatives; identifies a Community Village; provides recommendations based on the economics and market analysis that was conducted; introduces the draft community plan goals and policies; and provides a discussion and questions related to outstanding land use issues.

DISCUSSION

Over the past nine months, City staff and the consultant team have been refining the three land use scenarios that were presented to the Planning Commission in April of 2009. The basis for the initial land use scenarios were developed from the multi-day charrette held in Barrio Logan in January 2009. From the initial ten land use maps, city staff and the consultant team created three land use scenarios that reflected the majority of comments gathered from the community. The three current land use maps (Attachment 1) incorporate additional refinements based on community feedback and the economics and market analysis completed by Economics Research Associates (ERA). In order to compare the land use alternatives to the existing and planned land uses, the consultant team prepared a land use acreage and dwelling unit comparison matrix (Attachment 2). A simplified land use comparison table is found below:

General Plan - Generalized Land Uses	Adopted Community Plan		Alternative 1		Alternative 2		Alternative 3	
	Acres	% of Total CPA Acreage	Acres	% of Total CPA Acreage	Acres	% of Total CPA Acreage	Acres	% of Total CPA Acreage
COMMUNITY PLAN AREA								
Residential	49.6	4.6%	42.0	3.9%	34.3	3.2%	34.3	3.2%
Commercial Employment, Retail and Services	29.8	2.8%	68.4	6.4%	57.1	5.3%	57.1	5.3%
Institutional, Public and Semi- Public Facilities	6.5	0.6%	6.9	0.6%	6.9	0.6%	6.9	0.6%
Multiple Use	11.6	1.1%	33.5	3.1%	33.5	3.1%	33.5	3.1%
Industrial	325.0	30.3%	275.9	25.7%	294.9	27.5%	294.9	27.5%
Park, Open Space and Recreation	6.5	0.6%	24.2	2.3%	24.2	2.3%	24.2	2.3%
Right-of-Ways	190.2	17.7%	189.6	17.7%	189.6	17.7%	189.6	17.7%
Other*	85.4	8.0%	64.1	6.0%	64.1	6.0%	64.1	6.0%
Military Facilities	367.9	34.3%	367.9	34.3%	367.9	34.3%	367.9	34.3%
Community Plan Area - Total	1,072.4	100.0%	1,072.4	100.0%	1,072.4	100.0%	1,072.4	100.0%

The following provides a summary of the comparison matrix:

- All three alternatives would provide for additional housing capacity within the community over what is allowed today. These new units would primarily be added to the Community Village area where density bonus incentives would allow up to 73 dwelling units per acre where 53 dwelling units per acre are currently allowed.
- Industrial acreage would decline in all three alternatives due to the re-designation of the areas within the Community Village area that currently allows commercial, industrial and residential uses to only allow residential and commercial uses. In turn, the area south of 32nd Street where industrial, residential and commercial uses are currently allowed would be designated as solely heavy industrial so as to preclude commercial and residential uses.
- Parks, Open Space and Recreation would increase due to the addition of potential future Caltrans right-of-way along Chollas Creek and Boston Avenue (between 29th Street and 32nd Street).
- Commercial Employment, Retail and Services acreage would increase over what is allowed under the current plan in order to accommodate additional maritime- and community-serving commercial and retail uses.

The Barrio Logan Community Plan land use alternatives, as illustrated in Attachment 1, are visual representations of the major land use designations that are being proposed. The draft land use alternatives illustrate an evolving community comprised of residential, neighborhood and community commercial, office commercial, live-work flex space and industrial land uses in addition to institutional uses such as schools and parks. Major land uses being proposed include:

- A Community Village designation in the northern portion of the community that would allow a mixture of medium to high density residential, commercial, live/work, office and institutional uses,
- A Heavy Industrial designation located in the southern portion of Barrio Logan located south of 32nd Street,
- A Low Density Residential designation that would respect the single family character along Boston Avenue between 29th Street and 32nd Street,
- A mixture of commercial, retail and office uses along Main Street from 29th Street to 32nd Street,
- A Medium Density Residential designation that would allow for live/work, townhome and some commercial uses in the area from 28th Street to Evans Street from Newton Avenue to the Interstate-5 freeway, and
- Live/Work and neighborhood-serving commercial designations that would allow for medium density residential along Logan Avenue from Chicano Park to 26th Street.

Since the planning team and the community have had over a year and a half of dialogue, substantial consensus had been reached for most of the Barrio Logan Community Plan Area in terms of desired future land uses. The single strongest planning concept to emerge from the numerous community workshops was the creation of a “transition zone” or buffer zone separating the heavy industrial uses related to the Port of San Diego from the residential neighborhoods within Barrio Logan (Attachment 3). This transition zone is planned to be one block in depth located on the northeast side of Harbor Drive and the light rail tracks and is to extend from just below South Evans Street on the northwest to just short of 28th Street on the southeast. The following three land use scenarios are being evaluated for this transition zone:

- Alternative 1: A commercial and office land use designation
- Alternative 2: A light industrial and office designation
- Alternative 3: An emphasis on business park development

In addition to refining the land use alternatives, City staff has been working on developing the Barrio Logan land use categories based on the City’s General Plan land uses. Attachment 4 provides the land use category tables that will ultimately be used to develop the zoning regulations.

Barrio Logan Community Village

The Barrio Logan Community Village area includes the 20-block area bounded by 16th Street, Evans Street, Main Street and Logan Avenue (Attachment 5). The village designation in Barrio Logan draws upon the character and strength of the Barrio’s natural setting, commercial centers, institutions and employment centers. Mixed-use village development would complement the existing community fabric and help achieve the desired community character that is envisioned by the community.

The Barrio Logan Community Village is planned to be a vibrant pedestrian neighborhood that reflects the types of public spaces, structures, public art, connections, and land uses that are influenced by Latino culture. Streets and walkways are proposed to be designed to meet the needs of the pedestrian first. Buildings are proposed to be designed to reflect human scale not only in bulk and scale but also through the use of human-scaled materials and building details. The village is proposed to be a combination of residential, commercial and residential vertical mixed use, office, commercial, recreational, civic, and institutional uses.

This village area is anticipated to feature incentives through affordable housing and three-bedroom density bonuses and transfer of development rights from other historic and significant properties in order to provide for very-low to low income affordable housing

opportunities as well as incentives for the inclusion of public open space opportunities and the preservation of historical resources within the community. City staff is currently working with Centre City Development Corporation staff to better understand how effective the density bonus provisions offered as part of the Downtown Community Plan have been.

Draft Community Plan Goals and Policies

Based on the community input process as well as the economics analysis described above, City staff has developed the draft community plan goals and policies for consideration. Attachment 6 includes the draft goals and policies for each of the nine elements with the exception of the mobility element policies that are described below. The primary focus of these goals and policies are to address issues associated with collocation of uses, enhancing the ability of maritime-oriented businesses to operate effectively in the community, providing additional needed affordable housing units, employment opportunities and public facilities.

On January 30, 2010, the City held a community workshop in order to gather feedback on the draft goals and policies of the nine draft elements. Over 80 community members attended the Saturday morning workshop. City staff collected over 100 responses from the community. Attachment 7 provides a summary of comments for each of the elements. There are a number of areas that the community would like to see strengthened. Three organizations, the Barrio Logan Smart Growth Coalition, the Environmental Health Coalition (EHC) and the San Diego Housing Federation provided in-depth comments on the goals and policies that reflect a multitude of both business and resident interests.

Mobility Element Goals and Policies

In developing the land use scenarios, a draft traffic study has been completed. The draft traffic study is currently under review by City staff and should be released in late March. While the goals of the Mobility Element are contained within this report, the policies have not been completely vetted and are therefore not included in this document. However, a number of important concepts will be included in the policies including the following:

- Enhancing multi-modal connections within Barrio Logan and to surrounding communities;
- Developing a ceremonial street along Cesar E. Chavez Parkway that connects the community to the Bayshore;
- Implementing the San Diego Association of Government's Bayshore Bikeway Plan along Harbor Drive while addressing parking issues along Harbor Drive;

- Addressing truck impacts as well as future port-related trucking capacity needs with Caltrans;
- Developing the “Green Street” concept along National Avenue from Boston Avenue to the border with Downtown.

Urban Design Goals and Policies

The Barrio Logan Community Plan Urban Design goals and policies will work in conjunction with the other goals and policies of the Community Plan to create a pattern, scale, and character of development and public spaces that complement the existing built environment and build upon land use, mobility, historic preservation and sustainable development goals. The Urban Design goals and policies will implement General Plan goals and policies and Guiding Principles at the community plan level by addressing Barrio Logan’s contextual issues. The Urban Design Framework Map, Attachment 8, identifies gateway opportunities, key community assets, primary intersection/activity nodes, proposed key pedestrian and bicycle corridors, view sheds as well as commercial corridors. It is anticipated that this map will be refined to the specific five neighborhood areas defined on the map.

After further review of the draft Urban Design Goals and Policies that were presented at the January 30th Community Workshop, City staff determined that the draft goals and policies did not adequately address the fine-grained nature of Barrio Logan’s urban environment. Therefore, City staff is currently in the process of providing greater urban design detail on Barrio Logan’s culturally significant areas, transitional areas and along prominent streets.

Development and Evaluation of Land Use Scenarios

Informed by the market analysis and three preliminary land use alternatives, the economics consultant, in conjunction with City staff, further evaluated the proposed three land use alternatives and identified specific uses that would most likely develop within the community over the twenty-year plan horizon. For an in-depth analysis and discussion, please refer to the ERA report, “Barrio Logan Community Plan Economics, Market Support, Jobs Impacts and Development Feasibility Study” that can be found at: <http://www.sandiego.gov/planning/barriologanupdate/documents/index.shtml>.

Based on the three land use alternatives maps, the consultant team defined the following amount of uses and square footage for each:

- **Alternative 1:** Assumes a total of 774,000 square feet of new development including 201,000 square feet of retail, 273,000 square feet of office, 260,000

square feet of industrial and 40,000 square feet of institutional uses. The transition zone is anticipated to accommodate structured parking.

- **Alternative 2:** Assumes that new light industrial development occurs within the transition zone and adds 259,000 square feet of light industrial to Alternative 1 in place of the structured parking.
- **Alternative 3:** Assumes that office development occurs in the transition zone and adds 314,800 square feet of office development to Alternative 1 in lieu of the light industrial in Alternative 2.

Attachment 9 provides a summary of alternative development scenarios for Barrio Logan. Based on the alternative development scenarios, the economic impact assessment indicates that Alternative 3 accommodates the most new jobs within Barrio Logan and provides the highest average wages for the new jobs. It would also generate the highest level of peak hour traffic, and because the amount of office development assumed exceeds the high 20-year market forecast, it will take some time to achieve.

Economics Analysis Policy Considerations

Since Barrio Logan is well served by public transportation, including bus and light rail service, the reduction of parking requirements for private development would be a cost effective way to narrow the feasibility gap in order to encourage private investment. For market rate residential development, it is recommended that a reduced set of parking standards that bring the requirements to 1.0 to 1.2 parking spaces per residential unit. This policy may be most appropriate for the areas within a half mile of the light rail stations which covers the majority of Barrio Logan. Furthermore, it is recommended that the smaller street front retail spaces within mixed use projects not have any parking requirement. This set of parking standards will generate more demand for on-street public parking. To accommodate this additional demand, an increase in the supply of public parking should be considered by adding 200 to 300 public parking stalls through a combination of two approaches:

- Convert parallel parking to diagonal parking on streets not critical to through traffic circulation. Such a parking configuration would also reduce through truck traffic on the smaller residential and commercial streets.
- Provide small public parking lots in strategic locations. These would be paid parking lots that would have some spaces that could be leased on a monthly basis with the balance available for hourly parking.

In addition to altering parking standards and using public parking to stimulate private investment, the City or its Redevelopment Agency has several other policy options to stimulate private investment:

- Continue to invest in public infrastructure and amenities.
- Assemble larger parcels to provide better efficiency of development in order to attract more substantial developers.
- Assemble land and then take a “write down” to make projects more feasible for developers by using tax increments from either the project itself or from pooled funds.
- Utilize creative approaches to design for small lot development such as smaller townhome lot development and companions units.

In terms of achieving additional affordable housing within the Barrio Logan community, it is recommended that the following policies be considered:

- Set flexible affordability targets. Setting affordability restrictions too low limits the feasibility of projects.
- Reduce parking standards that bring the requirements to 1 to 1.2 parking spaces per unit.
- Set aside funds for affordable housing development. Affordable housing development will increasingly depend on local funds to bridge the funding gaps.
- Assemble larger parcels to enable development of projects with more units. Increasing density could also help, but it also requires relaxing parking requirements.

ISSUE AREAS

Transition Zone

In 2008 the San Diego Unified Port District adopted a Transition Zone Policy (BPC Policy 725). The purpose of the Policy is to protect the maritime and maritime-related jobs provided by the Port of San Diego and to protect existing operations and business governed by City plans, such as the Barrio Logan Community Plan as well as the Port Master Plan. It is also the intent of the Policy to minimize conflicts from incompatible uses and to provide a balance between needs of the Port District and the goals and objectives of the adjacent communities. The transition zone should only permit uses that do not pose health risks to sensitive receptor land uses that are adjacent or proximate to the Port District’s industrial zones such as structured parking, green space, commercial and office uses.

The Barrio Logan Community Plan proposes to implement the intent of the San Diego Unified Port District Transitional Zone. In all three scenarios, no residential uses would be located adjacent to Harbor Drive or Main Street south of 28th Street. However, Light Industrial is being proposed as part of Alternative 2 which may be in conflict with the Port's Transition Zone policy due to the potential for industrial activities to occur on site as well as the potential for hazardous materials storage to occur on site.

Questions:

1. Should Light Industrial uses be considered in the Transition Zone?
2. Are there specific uses that should be considered in the three land use alternatives for the transition zone?
3. Are there specific design considerations that should be incorporated into the Urban Design Element for the Transition Zone?

Affordable Housing

One of the main goals of the Barrio Logan Community Plan is to expand and preserve the supply of affordable housing through the construction of new units as well as the preservation and restoration of the older homes in Barrio Logan. The Housing Commission and the Redevelopment Agency set goals for affordable housing production based on California Community Redevelopment Law ("Redevelopment Law"), as found in California Health & Safety Code Section 33330 et seq. According to Redevelopment Law, a minimum of 15% of new housing developed in a redevelopment project area must be affordable to low and moderate income households (at or below 120% area median income); and of those affordable units, 40% must be affordable to very-low-income persons (at or below 50% area median income). In Barrio Logan to date, affordable housing production requirements have been exceeded, with substantial production of units affordable to very low income households.

Due to the unique nature of the small lot development in Barrio Logan, other methods of development to achieve infill housing would be encouraged. These methods would include the development of companion units on the lower density residential sites as well as the development of live/work style units to accommodate working artists within the community. Shopkeeper units which allow families to live above commercial, retail and office space would be encouraged as part of the plan. In addition, the plan proposes to amend the residential townhome regulations in order to allow for smaller for-sale residential units. The proposal is to reduce the current minimum 2,500 square foot lot size in order to develop smaller, more affordable for-sale housing.

By allowing for a variety of housing densities and types, the Community Plan, in part, would facilitate continued affordable housing production in compliance with applicable

policies and regulations. Given the need for a broad range of affordable housing options, the Community Plan's focus would be on two levels: (1) incentives for the private sector to provide affordable housing without public subsidy and, (2) specific areas for the public sector to provide subsidies to address gaps in the housing market. A closer look at Barrio Logan's affordable housing inventory reveals some challenging policy issues:

Affordable For-Sale Housing – All of Barrio Logan's affordable housing units developed since 2005 are Redevelopment Agency-assisted rental units. Ideally, by providing development incentives, more new privately financed condominiums, townhomes and other home ownership opportunities would be available to low to moderate income households.

Housing for Middle Income Households – The City of San Diego's General Plan Housing Element identifies that there is significant need for housing for persons between 120% and 150% of area median income, which is above the income levels eligible to receive public subsidies. There is a need to include lower-priced, market-rate housing for middle income households among the priorities for future housing.

Income Diversity – The majority of Barrio Logan's affordable housing units are for very low-and low income households. State and federal funding sources prioritize projects for very low-income households which benefits the residents of Barrio Logan however makes it difficult for local public agencies to create affordable units for a broader range of incomes.

Family Housing – There is a need within the community for two- and three bedroom units. As part of future affordable development, emphasis should be kept on developing these larger family housing units.

Older Existing Residential Units – Barrio Logan has a rich history that includes single, duplex and multiplex bungalows that are affordable to very-low and low income residents. However these units are in need of major renovation efforts in order to make them safe and habitable.

Questions:

1. Do the draft goals and policies contained in the Land Use Element go far enough in addressing the need for affordable housing and for the rehabilitation of housing in Barrio Logan?
2. Should additional design considerations be included in the urban design goals and policies to ensure that new development will be compatible with the existing and evolving character of the community?

3. Should the proposed residential townhome regulations be amended to not have a minimum lot size and minimum frontage requirement?

Parking

A significant parking shortage exists in close proximity to the Port Operations which are located between 28th Street and Sampson Street along Harbor Drive. This shortage is the result of a lack of adequate parking facilities for port workers as part of the major maritime employment center within the jurisdiction of the San Diego Unified Port District along San Diego Bay. Attachment 9 illustrates current Port employee parking, some of which is within the public right-of-way. To address this parking deficit, an area has been identified that would allow for construction of multi-storied structured parking to meet the demand of current and future workers (Attachment 10) and enable the final planning and construction of the Bayshore Bikeway.

The development of parking structures would be consistent with the transition zone. The potential parking structures would need to be developed as a multi-jurisdictional effort in order to ensure that potential impacts to the community and the future needs of the Port District are addressed. Transportation demand management and increased alternate modes of transportation would also strongly be encouraged as a method to reduce the need to increase parking supply and the impacts associated with the port-related parking demands.

Questions for Consideration:

1. Should the Community Plan contain specific parking management plan/incentives to address the San Diego Unified Port District's parking deficiencies?
2. Based on the economics study, should staff consider lowering parking ratio's for Barrio Logan?
3. What other design considerations should be taken into account for future potential parking structures?

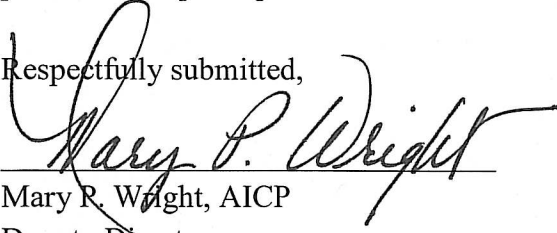
NEXT STEPS


Based on the feedback received, City staff will refine the draft Community Plan Goals and Objectives into the draft Community Plan document. The Draft Community Plan is anticipated to be released in April of 2010. Once the draft community plan is released, the work on the Environmental Impact Report and the Public Facilities Financing Plan will commence. City staff anticipates returning to Planning Commission in Fall of 2010 to begin the hearing process for the Community Plan Update.

CONCLUSION

In order to assist staff in the development of a comprehensive plan for Barrio Logan, Planning Commission input is requested on the draft community plan goals and policies and what other aspects should be considered as CPCI enters into the policy preparation phase of the update process.

Respectfully submitted,


Mary R. Wright, AICP
Deputy Director
City Planning & Community Investment


Lara Gates
Barrio Logan Update Project Manager
City Planning & Community Investment

WRIGHT/LG

Attachments:

1. Barrio Logan Land Use Alternatives Maps
2. Land Use and Dwelling Unit Comparison Matrix
3. Transition Zone Map
4. Draft Barrio Logan Land Use Tables
5. Barrio Logan Community Village Area
6. Draft Community Plan Goals and Policies
7. Community Goals and Policies Comments
8. Urban Design Framework Map
9. Summary of Alternative Development Scenarios
10. Port Employee Parking Areas
11. Potential Structured Parking Sphere of Influence Area